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PLAN FOR FY 1983
FOR
DEPARTMENT OF SOCIAL SERVICES

GOVERNMENT DOCUMENTS
COLLECTION

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I. INTRODUCTION

The Department of Social Services (DSS) is pleased to present a Plan for FY 1983. This plan sets forth the major initiatives that the Department will undertake in the next year in order to carry out its mission as the state agency for services to children, families, and disabled adults of the Commonwealth. The plan also addresses the requirements called for by Title IV-B of the Social Security Act, under which Federal funds are provided to the states for strengthening and improving child welfare services.

Services to children and their families are the predominant focus of the Department of Social Services. Approximately 95 percent of expenditures are directed toward child and family services, while the remaining 5 percent assists disabled adults. Services to children, families, and disabled adults are integrated at the service and administrative levels. There are no workers designated as "child welfare workers" and there is no administrative child welfare unit. The predominance of family cases, however, ensures the focus of attention on the welfare of children.

This Title IV-B Plan consists of three major components:

- An Overview of the Consumer Population, which served as a planning tool for FY 1983.

- The FY 1983 Goals describes the goals which the Department has set for FY 1983, and the ways in which DSS proposes to meet them.
- Child Welfare Service in FY 1983 contains a glossary of all DSS services which will be provided in FY 1983. It also contains the Annual Summary of Child Welfare Services, which shows the funding sources for DSS services; and the FY 1983 Title IV-B Budget, which shows how IV-B funds will be spent in FY 1983.

In addition to these three components, the Plan includes Appendices which describe progress which the Department has made toward the objectives which were set forth in its FY 1982 Title IV-B Plan.

Throughout the coming years, the Department of Social Services will continue to assess and refine its services and the system through which they are delivered, in order to ensure that they continue to meet the needs of children and their families throughout Massachusetts.

II. OVERVIEW OF CONSUMER POPULATION SERVED BY DEPARTMENT OF SOCIAL SERVICES

1. Introduction

The Department of Social Services is the state agency which is designated to provide social services to children, families, and disabled adults in Massachusetts. Those services are provided either directly by Department staff in forty Area and six Regional offices, or through providers with whom the Department contracts for services. Consumers may receive both direct and purchased services while living either at home or in substitute care placement. Children receiving DSS services may be either under parental or guardian supervision, or may be in the care and custody of the Department.

This section provides an overview of the population served by DSS in FY 1982 and compares it to a similar overview of the FY 1981 consumer population, as described in last year's plan. We are therefore able to look at the characteristics of the present consumer population as well as to begin to look at trends and changes which have occurred over the past year.

2. Consumers and Families Served by DSS Staff

Volume The total DSS caseload at the end of June 1982 was approximately 20,770 cases (See Table 1). Of those, 94% were families and 6% were adult cases. While the total caseload showed a decrease of 1,640 cases from June 1981, the percentages of family and adult cases remained nearly the same.

The number of children in the caseload also shows a decrease from last year from 36,020 to 32,960. This decrease is partly a reflection of the decline in the child population which has occurred over the past several years.

The data for FY 1982 caseloads also show that the number of all DSS cases ranged from a low of 19,720 in January to a high of 20,770 in June. This differs from a year ago, when the high was in September of the fiscal year. However, for family cases only, the caseload fluctuation is similar to last year, high in September and June, and lowest in January.

TABLE 1

Total Caseload, Department of Social Services, FY 1981 and FY 1982

	FY 1981		FY 1982			
	September 1980	Jan. 1981	June 1981	Sept. 1981	Jan. 1982	June 1982
<u>CASELOAD</u>						
- Families	22,798	21,162	21,588 (96%)	19,523	18,598	19,546 (94%)
- Adults	797	967	825 (4%)	901	1,119	1,227 (5.9%)
Total	23,595	22,129	22,413 (100%)	20,424	19,717	20,773 (100%)
<u>Children</u> <u>in</u> <u>caseload</u>	31,498	32,904	36,023	34,355	31,927	32,859

Source: Unduplicated Monthly Case Count

Note: The Unduplicated Monthly Case Count (UMCC) is a manual system which collects an unduplicated count of all DSS direct service cases, plus those purchased services which are authorized by social workers ("closed referral"). The data are entered by social workers in each Area Office on their caseloads at the end of each month.

Location Children may receive services from the Department of Social Services either while living at home or while in substitute care placements. The breakdown by location of children in the DSS caseload remains generally consistent with that of a year ago. Table 2 shows that children who receive services while remaining at home continue to represent more than two-thirds of the those in the DSS caseload. The majority of these children are not in DSS custody, consistent with the Department's ongoing emphasis on providing services to prevent removal of children from their homes, and returning children home after a temporary placement.

Of the 27% of the child caseload who are in a substitute placement rather than at home, 78% are placed in family foster care, 17% in community residences, and 5% in some other form of temporary placement such as an emergency shelter. The percentages show that, like last year, most children in DSS care live in a family setting.

During FY 1982, approximately 578 adoptions were finalized. This means that nearly 600 children in DSS care and custody were legally adopted. Some of these adoptions were facilitated through the provision by DSS of an adoption subsidy.

TABLE 2

Location of Children in the Caseload, Department of Social Services, June 1981 & 1982

Location	June 1981		June 1982		
	No.	%	No.	%	
<u>At Home</u>					
- Not in Custody	21,861	(86%)	21,072	(91%)	
- In Custody	2,544	(10%)	1,741	(7%)	
- Purchased Services	328	(2%)	321	(2%)	
	<u>24,733</u>	<u>(100%)</u>	<u>23,134</u>	<u>(100%)</u>	71% 73%
<u>In Placement</u>					
- Foster Care	7,976	(80%)	6,699	(78%)	
- Community Residence	1,570	(16%)	1,480	(17%)	
- Other Temporary Placement	453	(4%)	467	(5%)	
	<u>9,999</u>	<u>(100%)</u>	<u>8,646</u>	<u>(100%)</u>	29% 27%
Total	34,732	100%	31,780		100%

Source: Unduplicated Monthly Case Count

Age of Individuals in Placement Of individuals in placement in May 1982, 43% were under twelve years old and 48% were twelve to eighteen years old. The remaining 9% of consumers were over eighteen but continue to need social or rehabilitative services.

When data for May 1982 are compared to those for May 1981, several shifts may be noted. The percentage of children 0-12 has decreased slightly, from 43% to 41%. This decrease may in part result from a policy of making every effort to provide alternative services to avoid placements, which would be likely to have greater impact on younger children than older.

The percentage of children 12 to 18 has increased (although absolute numbers have not). Some of these adolescents have been in long-term placements. It has historically been more difficult to obtain permanent homes for older children, and for some, return home or adoption are no long feasible. For many, guardianship or independent living programs may be more appropriate. Adolescents present a variety of special problems and challenges to the service delivery system.

TABLE 3

Age of Individuals in Placement, Department of Social Services, May 1981 & May 1982

Age (in years)	MAY 1981		MAY 1982	
	No.	%	No.	%
0 - 5	1,329	14%	1,302	16%
> 5 - 12	2,583	27	2,211	27
> 12 - 18	4,201	43	4,009	48
> 18 - 22	1,459	15	711	9
> 22 + over	116	1	65	1
	9,688	100%	8,298	100%

Source: Special POS Report, 5/22/81

POS Report, 5/22/82

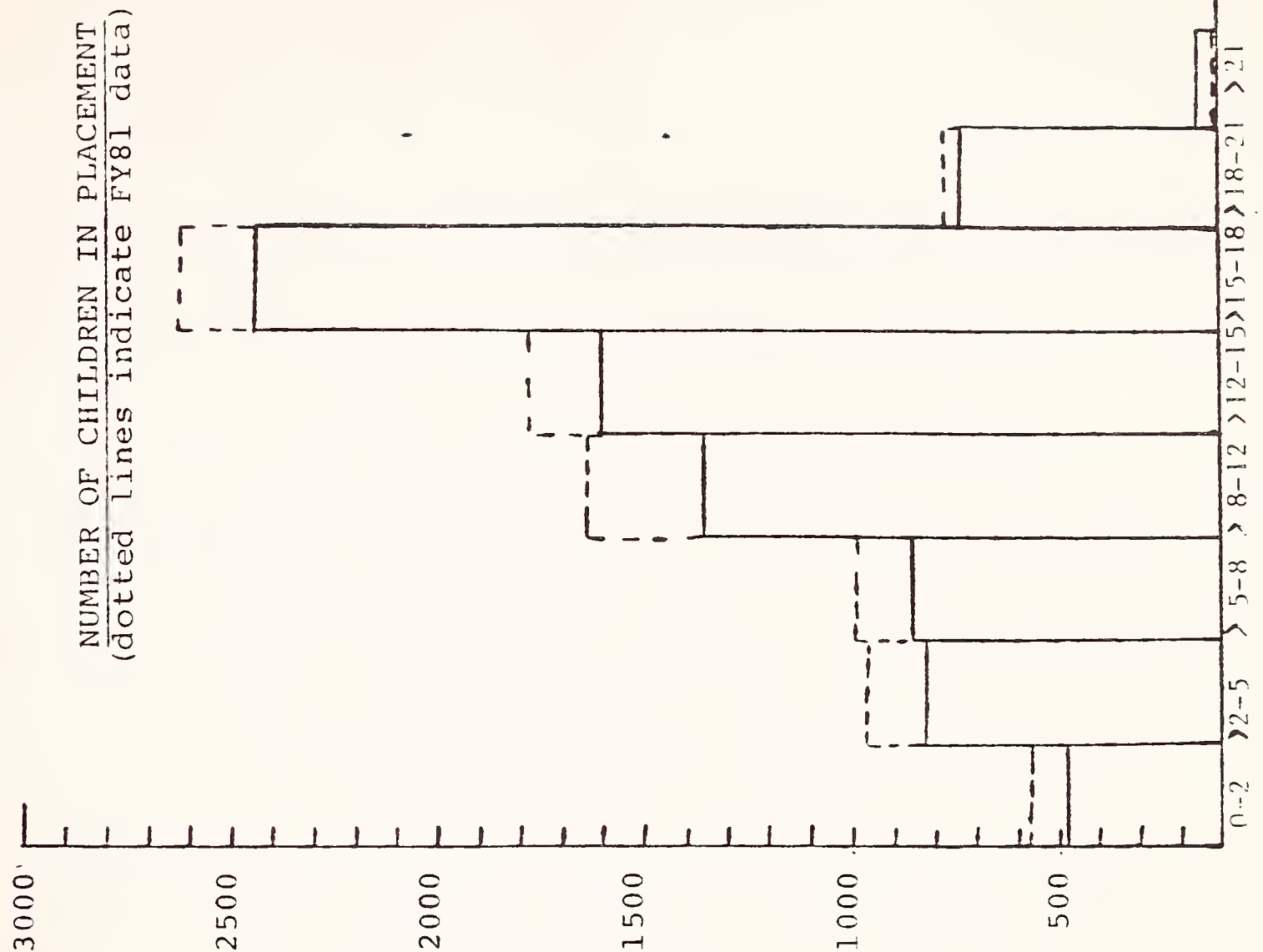
Note: The Purchase of Service (POS) System is an automated system whose function is to issue care and maintenance payments to approved foster homes and to pay service providers. The system collects some data on individuals in placement (e.g., date of birth, legal status, length of time in placement). As it is a payment system, it does not report on those at home or in the house of a relative who is not reimbursed as a foster parent.

Chart A illustrates the age distributions of individuals in placement and in subsidized adoptions. For individuals in placement, the chart shows that, like last year, the greatest number are between the ages of fifteen and eighteen. The numbers of individuals in placement increase gradually from infants through children age 15. The count then rises sharply in the 15-18 year age group, when it drops sharply for those beyond that age.

Adoption subsidies are paid to adoptive parents by the Department for children who by reason of certain special needs might otherwise not find adoptive placement. These special needs include, for example, physical or emotional disability, age, ethnic background, and sibling group relationship. Chart A shows that there are significantly more subsidized adoptions in the 8-12 year old group following a sharp rise after age five. Except in cases of severe disability, subsidies are seldom given to children under five. Among slightly older children, their age makes them more difficult to place without subsidy.

The age distribution of children in placement varies according to the type of placement and is consistent with the data of a year ago (Table 4). Approximately half of this population is thirteen years or older, with community residence having a greater population of older

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AGE OF INDIVIDUALS IN PLACEMENT
Department of Social Services
May 1982



NUMBER OF CHILDREN/SUBSIDIZED ADOPTION

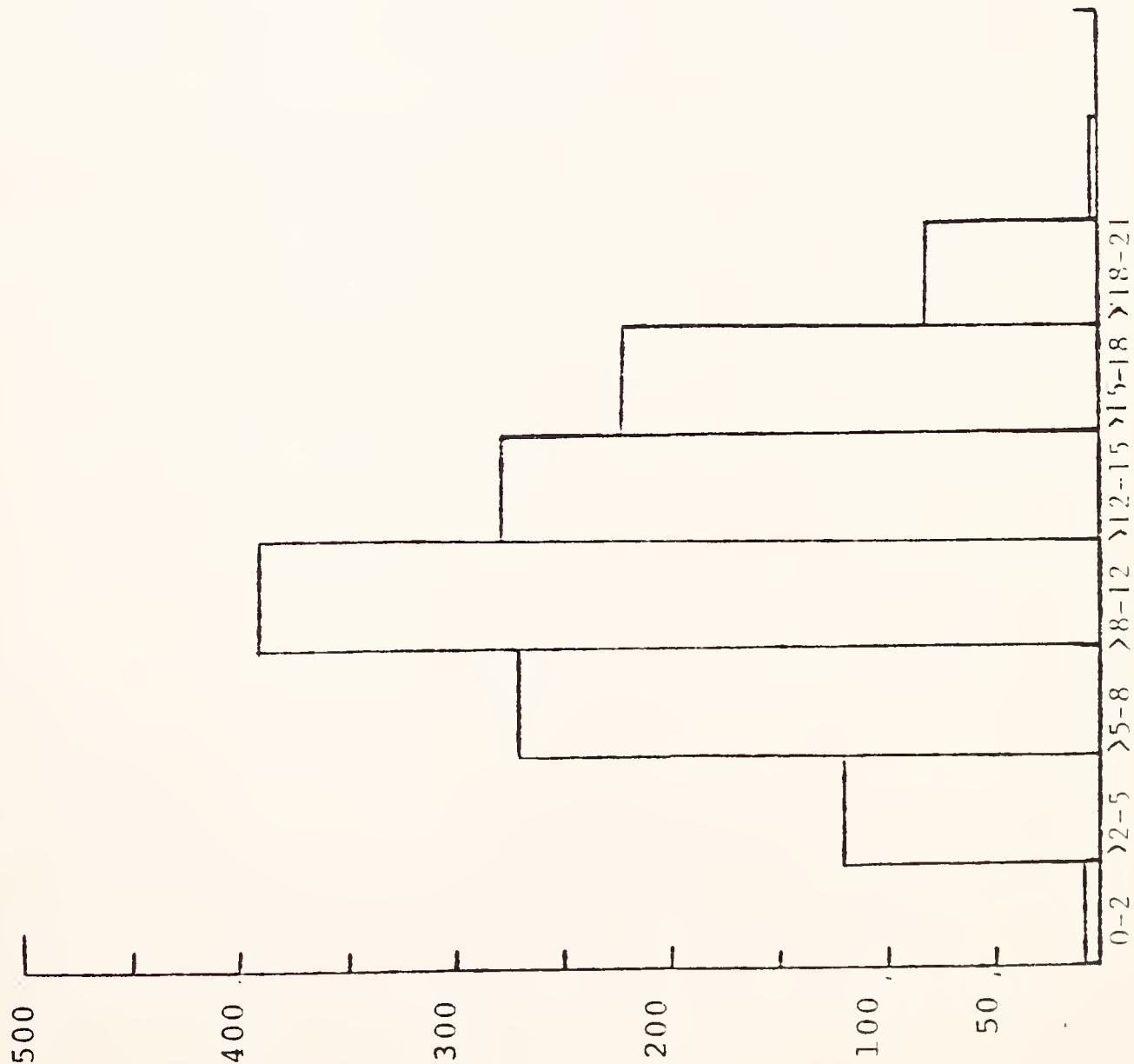


TABLE 4

Age of Children by Placement Setting, Department of Social Services, June 1981 & June 1982

Age in years	June 1981				June 1982			
	Foster Care	Inv. Foster Care	Comm. Res. Care	Total	Foster Care	Inv. Foster Care	Comm. Res. Care	Total
0 - 6	26%	38%	3%	23%	18%	27%	1%	16%
7 -12	26	19	30	26	29	21	20	26
13 + over	48	43	68	51	53	52	79	58
	100%	100%	100%	100%	100%	100%	100%	100%
	(n=6,936)	(783)	(1,681)	(9,400)	(6,094)	(702)	(1,502)	(8,298)

Source: DSS Management Report, June 1981 and June 1982
Based on POS Data.

children (79%) than does foster care (53%). The setting with the greatest proportion of children six years old and under is invoiced foster care (these are family foster homes of a contracted agency). Children aged seven to twelve are represented in relatively the same proportion among the three types of placement, with a slightly greater proportion in community residential care.

Length of Time in Placement The total number of individuals in placement has dropped by 733 over the past year. More than half of the children in substitute placements have been in placement for more than two years. Since last year, there has been a slight shift which shows a smaller percentage of individuals in placement for eighteen months or less, and a higher percentage in placement for more than two years. This reflects a more rapid decrease in the number of individuals in short-term placements. As this number drops, the proportion of those harder-to-place individuals who have been in placement longer shows an increase. The proportion of individuals in placement for two years or more in family foster care remains somewhat higher than for community residences (Table 5).

TABLE 5

Length of Time in Placement by Setting, June 1981 & June 1982

Length of Time in Placement	June 1981			June 1982		
	Foster Care	Comm. Res.*	Total	Foster Care	Comm. Res.*	Total
0 - 12 months	27%	28	27	27	27	27
10 - 18	10	11	10	8	10	9
19 - 24	8	12	10	8	9	8
over 24 months	55	49	53	58	54	56
	100% (n=6,415)	100% (2,264)	100% (8,680)	100% (5,879)	100% (2,068)	100% (7,947)

Source: DSS Management Report, June 1981 and June 1982.
Based on POS Data.

* Includes children in Invoiced Foster Care

Source of Referral Consumers may enter the DSS service system in one of several ways;

- As a result of Department intervention for protective purposes following a report of abuse and neglect;
- As a result of intervention by a court of competent jurisdiction following an application for a CHINS* petition or a care and protection action;
- As voluntary applicants, either through a referral from another agency or professional, or through self-referral.

Half of the current cases in the DSS caseload were referred for protective reasons. This number represents a percentage increase in cases referred for protective reasons and a percentage decrease in voluntary referrals since last year. However, percentages of referrals by number of children served is virtually unchanged from a year ago. CHINS referrals continue to account for a relatively small percentage of both total caseload and total number of children served (Table 6).

* CHINS stands for "Child in Need of Services" - a child below the age of seventeen who persistently runs away from the home of his/her parent(s), or persistently refuses to obey the lawful and reasonable commands of his/her parent(s) or legal guardian(s), thereby resulting in the parent(s) or guardian(s) inability to adequately care for and protect said child, or a child between the ages of six and sixteen who persistently and willfully fails to attend school or persistently violates lawful and reasonable school regulations.

TABLE 6

Source of Referral for DSS Cases, June 1981 and June 1982

Source of Referral	June 1981				June 1982			
	Cases*		Children Served		Cases*		Children Served	
	No.	%	No.	%	No.	%	No.	%
Protective	8,813	43%	18,941	55%	8,017	49%	17,300	55%
CHINS	2,800	14	4,267	12	2,088	13	3,298	10
Voluntary Services	9,093	44	11,524	33	6,162	38	11,182	35
Total	20,706	100%	34,732	100%	16,267	100%	31,780	100%

Source: Unduplicated Monthly Case Count

* Excludes single service case, adoption cases, adult-only cases or cases in screening stage. Includes all other family cases in intake, assessment and ongoing stages.

Changes in Placement and Subsidized Adoptions Table 7 shows an overall decrease of 13% of individuals in substitute care. This is the same percentage decrease as occurred from 1980 to 1981, and indicates in part the Department's continuing efforts to help families to remain together and enable children to remain at home.

If a child must be removed from the home and it is subsequently determined that he or she cannot be returned home, a permanent home is sought for the child. The dramatic increase in adoption subsidies from 1,061 to 1,371 in FY82 reflects the growing success in securing adoption placements for children with special needs who might otherwise have remained in substitute care on a long term basis.

TABLE 7

Change in Numbers of Individuals in Substitute Care and Receiving Adoption Subsidy,
June 1981 - June 1982

	June 1980	June 1981	June 1982	Change June 1980 - June 1981	June 1981 - June 1982
Individuals in DSS Paid Foster Care	8,145	6,936	6,056	- 1,209 (-15%)	- 880 (-13%)
Individuals in Invoiced Foster Care	818	783	724	- 35 (-4%)	- 59 (-9%)
Individuals in Community Residences	1,870	1,679	1,544	- 191 (-10%)	- 135 (-8%)
Total in Substitute Care	10,833	9,390	8,324	- 1,443 (-13%)	-1,066 (-13%)
Children in Subsidized Adoption	823	1,061	1,371	+ 238 (+29%)	+ 310 (+29%)

Source: POS Reports 3604 and 3606

3. Conclusion The overview of the DSS consumer population at the end of FY 1982 and comparison to similar data from the previous fiscal year reveal certain areas in which progress has been made or where certain trends are indicated. Each of these suggests future directions of DSS planning efforts.

Some of the key findings are:

- The majority of children in the DSS caseload receive services while living at home. This observation underscores the Department's efforts to strengthen its supportive, preventive, and reunification services to children and families at home.
- Adolescents continue to comprise over half of the children in placement. The Department has been exploring and continues to explore new ways of giving these children stability through legal guardianship programs or by helping them to make a transition to independent living.
- Over half of the children in placement were referred to DSS for protective reasons. DSS is the state agency mandated to receive and investigate alleged reports of child abuse, neglect and exploitation. This reinforces the Department's decision to maintain its administrative systems to comply with statutes and regulations to receive reports, investigate them within set limits, provide services, and maintain a Central Registry.
- The reductions of the number of children in substitute care and increase in the number of children adopted and receiving subsidies show that the policies of the Department since its inception in July 1980 have been successful in changing former state practices. This supports the Department decision to conduct regular case reviews and develop permanent plans for children.

The findings from the overview of the consumer population, together with an assessment of FY 1982 goals and Assurances, help guide the Department in setting goals and priorities for long-range strategy programs and policies. The following section of this Plan outlines the goals that the Department has set for FY 1983.

III. FY 1983 GOALS

The Department of Social Services has established Title IV-B goals for FY 1983 on the basis of program and resource decisions made by the Commissioner, the Executive Staff and Regional Directors. This determination entailed a thorough review and analysis of the Title IV-B Guidelines, the Department's current plans and programs, and agency efforts toward achieving its overall goals and objectives. Using the Internal Management Plan (IMP) process which is more fully discussed below, Central, Regional and Area Office personnel identified specific objectives to meet these goals and proposed program and administrative activities to carry out these objectives.

Together, these efforts form the basis of the Department's Title IV-B Plan. They represent the continuing commitment of DSS to provide quality services to consumers and to promote permanency and stability for children and families in the Commonwealth.

As indicated above, the Title IV-B Plan is a product of the Department's Internal Management Plans (IMP's). This process is a unique planning and management tool which provides information critical to administrative decision-making while at the same time providing managers and operating personnel with quarterly program information.

The Internal Management Plan process is a significant innovation in management planning and an important tool for improvement of DSS services. It not only incorporates the concept of bottom-up planning which is so essential to a decentralized agency but also enables DSS to measure agency performance at all levels and across a broad spectrum of activities. It is a management-by-objectives system built upon a series of performance contracts between Regional and Area Directors, and Regional Directors and the Commissioner. These contracts, which are developed quarterly, detail program, staffing, fiscal and human resource objectives.

Each quarter, the regions complete proposed internal management plans and transmit them to the Central Office. Each plan is then distributed to the divisions within the Central Office for review and examination. A series of preliminary conferences is conducted involving the Regional Director and relevant Central Office staff. The merits, accuracy and reasonableness of the proposed IMP's are discussed, and key policy issues are distilled for a series of final conferences attended by the Regional Director, key staff, and the Commissioner.

At the conclusion of the final conference, decisions are made final, and the region is authorized to proceed according to agreed objectives for the next quarter. The objectives are detailed in a "management agreement" signed by the Regional Director. This process has been replicated on the area-regional plan in fiscal 1982 and served as basis for developing the Title IV-B plan.

GOAL 1: To conduct timely investigation of reports of abuse or neglect

As the state agency mandated to receive and investigate reports of child abuse and neglect, the Department of Social Services is responsible for insuring timely and complete response to 51A reports.* DSS Regulations and Standards of Practice specify that reports of abuse and neglect must be investigated within 24 hours if the report is an emergency, or within seven days if the report does not constitute an emergency. ** Investigations are done at the Area level.

The initial step of the investigation is screening. When social workers screen a report, they talk to the person who is reporting the alleged incident or condition, and gather other information which would help to determine the validity of the report. Screening is done at the Regional or Area Office level, depending on the region.

Currently, the Department of Social Services employs two screening mechanisms for 51A reports: a regional and an area model. In Regions III, IV and V, screening and investigations are decentralized and completed in Area Offices. In Regions II and VI, screening is done in the Regional Office and investigations through Area Offices. Region I is in the process of developing a plan to decentralize its screening and investigation functions fully by January, 1983.

* Refers to G.L. Chapter 119, Section 51A, which requires reporting of child abuse and neglect to DSS.

** These time-frames are required by G.L. Chapter 119, Section 51B, which addresses the investigation of reports of abuse and neglect.

When a report is screened-in, the social worker makes a home visit to see the child about whom the report was made, other children in the family, and the parent or guardian. The social worker then decides whether a reportable condition has been substantiated. If the social worker determines that it has, a case is opened and an assessment of the child and family is initiated. If the report of abuse and neglect is not substantiated, but a need for other than protective services exists, the family is informed about services available from the Department and is offered services on a voluntary basis. The substantiation decision completes the investigation.

DSS plans the following steps to meet this goal:

1. Training - The Department will provide training to DSS staff and private providers on procedures and requirements for timely investigations of 51A reports.
2. Management Initiatives - The Department has been working on a number of initiatives to enhance the agency's response to incidents of abuse and neglect. These initiatives are all designed to assist the Department in achieving full compliance. Key initiatives include:

- Automating Central Registry; this initiative will greatly enhance the Department's ability to monitor and track investigation activities, including reporting and timely response.
- Increasing monitoring and oversight of private providers through the implementation of the new contract monitoring system to ensure timely investigation.
- Decentralization of screening activities in Region I.
- Decentralization of Hot-Lines in Region III, IV and VI.
- Assessment of screening and monitoring activities. Through activities supported by the Child Abuse and Neglect Grant, the Department will assess the timeliness of screening and investigation, and will analyze systemic problems in order to develop improvements in the system where necessary.

3. Monitoring - DSS will implement special procedures to monitor investigation activities and provide training and technical assistance as needed. Monitoring activities will include:

- An ongoing area-based review of workload and assignment practices to ensure that investigations are completed within the required time frames.
- An on-going supervisory review of workers' investigations and response time.
- A weekly review by Area Directors of all screen-out decisions.
- Regular monitoring of private provider compliance with 51B requirements for investigation.

- Central and regional office review and assessment of investigations, response time and reporting; identification and analysis of problems; and corrective action.

In addition, compliance will be monitored through the Internal Management Plans (IMP's) and Central Registry which will be automated through ASSIST and have an enhanced monitoring capability. The ASSIST system will track items such as the data and time the report was received by the Area Office or the intake and screening unit at the Regional Office; assignment to worker; and completion of investigation.

GOAL 2: To develop a written service plan for each consumer and conduct periodic case reviews, as specified in DSS Regulations, Standards of Practice, and Policy Directives.

The Department of Social Services, in accordance with its Regulations and as specified in its Standards of Practice, will develop a written service plan for each consumer receiving services from the Department. The purpose of the service plan is to define the service needs and goals of the consumer and to determine the steps which will be taken in order to meet those needs and achieve the goals. The planning process is also designed to provide for an effective, time-limited, and written plan for each individual receiving DSS services.

The Standards of Practice specify that the following elements are part of the written service plan:

- The problem or situation with which the consumer seeks assistance;
- The measurable goals the consumer hopes to attain in addressing the problem;
- The goals which the family as a unit will seek to achieve;
- The specific tasks and activities which the consumer will undertake in order to achieve individual goals as well as family goals;
- The time frames within which specific tasks as well as short and long-term goals should be accomplished;

- The services the Department will provide to assist the consumer; and
- Any services which the Department will assist the consumer to obtain through other community organizations or agencies.

In conjunction with the provisions for a written service plan, the Department will conduct periodic case reviews for consumers receiving DSS services.

The purpose of these reviews is to provide an opportunity to assess the effectiveness of the services provided, the progress made toward meeting the goals of the service plan, and the continued appropriateness of services provided to the consumer.

DSS Regulations at 110 CMR 5.09 require an initial review of all voluntary and involuntary placements in substitute care within six weeks of the initial placement, and a full case review every three months thereafter. The Regulations also specify that the case review include a case conference at which the social worker, parents, any mature child, and substitute care provider are present. In addition, DSS policy directives issued in June and October and incorporated in the Department's Draft Standards of Practice clarify DSS policy and practice with respect to the full case review. These require that full case reviews be conducted by a panel of appropriate persons at least one of whom is not responsible for the case management of or the delivery of services to the child or parents who are the subject of the review.

DSS plans to take the following steps to accomplish this goal:

1. Training - The Department will provide training to DSS Staff on service planning and case review procedures and requirements.
2. Administrative Initiatives - DSS has initiated plans and procedures to achieve compliance with the service planning and case review requirement outlined above. These include:
 - The review by social workers of all case records to ascertain whether every consumer has a service plan meeting the set standards; review of the content of the plan to see whether it adequately reflects the case situation; the establishment of quarterly targets for completion of service plans for those cases lacking adequate plans; the preparation of service plans for all new cases and progressively for ongoing cases; monthly monitoring of progress and reporting to the Regional Office.
 - The development of monitoring tools for use by supervisors to monitor case reviews performed by social workers in their units, and for Area Directors to monitor office-wide performance; regular administrative reviews (not case conference) by the Area Director; and identification of target groups for concentrated reviews (e.g., all placement cases, or children under five in care for more than 18 months).
 - Continuation of activities to assure the provision of appropriate education to all children in DSS care and custody. The Department is committed to addressing the

educational needs of children throughout the various stages of DSS' service planning and delivery process. In the case of the disabled child, DSS social worker support and follow-up throughout the 766 process is viewed as a critical case management and review responsibility. The Deputy Commissioner's Office will assist the Office for Programs in furthering its work with the Department of Education to develop interagency agreements to ensure that all DSS children receive entitled educational services. Further, the Department has begun to review the educational plans of special needs children in community residential care to ensure their appropriateness.

- Provision of appropriate health care. As part of routine Case Management for children in substitute care, the Department assists substitute care providers to gain access to health care services. As a part of case review, the Department monitors screening, diagnostic, and treatment services received through an interagency agreement DSS and DPW have worked cooperatively to develop a Health Care Manual. This Manual is intended to be used to ensure that DSS children obtain appropriate medical and dental care.

3. Monitoring - DSS will establish special department-wide procedures to monitor the development of service plans and the performance of case reviews in conformity with DSS Regulations, Standards of Practice, and policy directives. In addition, the Internal Management Plans (IMP's) will be used to monitor area and regional efforts. The ASSIST system, which stores information on service plans and case reviews as consumer record events, will be employed as well to monitor these activities.

GOAL 3: Identification and referral of children potentially suited for adoption.

In order to minimize the potential for children in substitute care to become caught in "foster care drift" the Department of Social Services has increased its efforts to secure permanent adoptive homes for children in its care and custody who cannot or should not be returned to their biological families. Improved case review and referral procedures are important components in reducing the length of time which children spend in substitute care.

For the child who is found through the case review to be potentially suited for adoption, appropriate adoptive parents should be found as quickly as possible. By improving the procedures and services for children awaiting adoption and for potential adoptive parents, DSS will be able to expedite adoption placements for children in its care, and consequently reduce the length of time spent by these children in substitute care.

At DSS, services to all consumers are provided at one of 40 Area Offices, and thus case reviews are performed at an Area Office level. However, adoption services are provided at Regional Offices. When the social worker in the Area Office identifies a child as potentially suited for adoption, she makes a referral to the Regional Adoption Unit, which attempts to place the child in a suitable adoptive home. (An exception to this practice occurs in the case of adoptions of foster children by their

foster parents: in some regions foster home adoptions are carried out by the Area Office.)

Regional and Area Offices plan to take the following steps to ensure a more thorough referral process and speedier case flow.

1. Administrative Initiatives

(a) Area Office Level

Among the steps that Area Offices will take are the following: the early identification through case review of potential referrals and development of a permanent plan for the child; preparation of master lists of children for whom the stated plan is adoption; monthly reviews of selected groups of children, such as children under five in care more than 18 months and newborn infants; monitoring the planning, conferencing and referral to Regional Office of children suitable for adoption; keeping a log to track the progress of the case; and for children not referred, determining the barriers to referral and reviewing them with higher level staff. Together with the Regional Offices, Area Offices will develop procedures for transferring supervision and for coordinating services to biological and foster families.

(b) Regional Office Level Regional Offices will take steps such as developing and implementing uniform referral procedures, reviewing adoption contracts to determine the status of cases transferred, and training workers in Area Offices. To maintain the linkage between Regional and Area Offices, Regional Offices will report back monthly on the status of cases referred and maintain ongoing contact through adoption liaison workers.

(c) Central Office Level

The Office for Programs will identify management tools for monitoring movement into and through the adoption process. Regular reports on adoption, using data from the ASSIST System plus manual information, are part of the monthly case count, and data collection is being refined.

2. Central Office Studies

Two studies of the adoption process are under way at Central Office. One is a review of administrative barriers to movement of children in the adoption process; the other is a documentation and analysis of case flow in adoption. A series of regional adoption meetings has been held, which will result in recommendations for improvements.

3. Utilization of Adoption Contracts

DSS contracts for adoption services from eleven providers across the Commonwealth. A review is being made of standards for contract utilization, on-site evaluations, the responsibility of the host region, and procedures for monitoring. The Offices for Programs and Administrative Services are participating in the review. Recontracting for FY 1983 contracts took place in September, 1982.

4. Adoption Standards

Work is continuing on the development of standards for adoption, which will apply both to DSS practice and to contracted providers. Among other topics, the standards will include procedures for Region/Area responsibility, case supervision, and adoption planning and conferencing. The Office for Programs will coordinate this task with the Deputy Commissioner's Office.

GOAL 4: Development of services targeted for adolescents including pregnant and parenting adolescents.

Department data (May, 1982) shows that adolescents aged 12-18 make up the majority of children in substitute care placements. In family placements, nearly half of the children are adolescents, while in community residences they represent over two-thirds of all children in placement.

As older children in substitute care, adolescents have special needs in acquiring permanent homes. By targetting services to adolescents living at home the Department may enable many teenagers to avoid removal to substitute care placements. Children already placed in substitute care may need special support to enable them either to be returned home or placed with an adoptive family.

Pregnant adolescents and teenage parents present a variety of needs for their own health, welfare, and education and for those of their children and families. The alarming increase of adolescents in need of social services represents a priority target population for DSS planning efforts.

1. Services to Adolescents and Their Families

The following program types have been proposed by DSS to support and assist adolescents and their families:

- A Model Family and Adolescent Mediation Program presents an approach for resolving parent/adolescent conflict. With the guidance of a trained mediator, families will negotiate concrete solutions to their problems through their development of a "family action plan." The purpose of this program is to relieve internal stresses brought on by adolescent-parent disagreements before they escalate into crisis proportion. Mediation provides adolescents and their families with a forum to discuss the issues and allows both parties to "win". In this way, the program is a alternative to adversarial proceedings such as a court action.
- Transition to Independent Living Programs provide services which prepare older adolescents to live independently and responsibly within the community while maintaining family ties. Model independent living programs were introduced in FY'82, and DSS has begun to explore further development of this type of services.

Independent Living Programs are needed for adolescents 16 years and older who are preparing to live independently within the community and for whom all other family living alternatives are not possible. The program intends also to serve older adolescents who are currently in foster care or with their adoptive or natural parents and who need assistance in planning the steps toward independent living.

Transition to Independent Living is designed as a continuum of service models which vary in intensity and scope from "One-on-One" to several "Supervised Community Living" programs which vary in their degree of structure and supervision.

- Counseling Services for Adolescents may take the form of group or peer counseling or one-to-one intensive counseling. It can be targetted to teenage parents in order to help with parenting skills and vocational and educational support services. Individualized therapy and day treatment programs serve emotionally disturbed adolescents. Counseling can also provide support for adolescents together with their families in order to help the teenager to remain at home.
- Guardianship is a permanency planning alternative which may be particularly valuable for adolescents who cannot return home and for whom adoption is not an option. At this time, model guardianship programs are being researched and considered for implementation in Massachusetts.
- Foster Care for Adolescents Therapeutic and emergency foster care are long and short-term foster care services to support adolescents and their families. Therapeutic foster care serves disturbed teenagers and includes therapeutic components. Residential small group homes for mentally retarded or emotionally disturbed teens may be the most appropriate type of foster care placement for impaired adolescents who might otherwise have to be placed in a more restrictive or a less stable environment.

Emergency foster care can be used as a short-term respite service to help families to cope with stressful situations.

- Family-Based Services is a model which focusses on the entire family as a service unit while developing service plans for each individual family member on an intensive basis. The goals of this program are to prevent residential placement of adolescents with several behavioral problems and to strengthen the family unit.

The Department will continue to develop and refine these models during FY 1983, and to monitor the progress of projects which are already operating.

2. Services to Pregnant and Parenting Adolescents

Research of the social consequences of early pregnancy and parenting clearly shows the economic and social disadvantages of this phenomenon to society, the adolescent parents and infant, and the biological family. The consequences of teenage pregnancy include limited education leading to economic dependency, medical complications, increased risk of child abuse, and instability in early marriages.

The Department recognizes the special needs of this population and plans to address those needs during FY 1983 through the development and implementation of a variety of new service components which, together with existing services, will offer a more comprehensive response to presented need.

(a) Needs Analysis

Various sources provided data for an analysis of geographic concentration of young parents in the Commonwealth. Sources used include statistical data from the Department of Public Health on births to teenage mothers, and the location and utilization of existing services to young parents.

(b) Review of Existing Programs And Development of Program Models

Site visits were made to twelve existing programs providing a range of services to young parents.

The purpose of this was to identify innovative approaches which might have applicability elsewhere. Based on study of the problem and approaches used in Massachusetts and elsewhere, the Office for Programs developed four program models to address different aspects of the problems of teenage pregnancy. The four models are the following:

- School Based Services - to provide on-site support for the adolescent through the provision of direct counseling networking with community resources, and a cooperative effort with other school personnel in order to enhance the chances that the pregnant/parenting adolescent will complete her education.
- Community Based Services - to provide services to young parents, through contracts with agencies in the community, that will enhance family stability, allow a pregnant adolescent to remain in her home, and minimize the amount of disruption in the lives of the pregnant adolescent, her partner, and their parents. These services will also support and encourage the young parent to complete her education or gain employment in order to promote economic independence and avoid welfare dependence.
- Community Living with Foster Families - to provide for young parents who cannot stay with their biological families an alternative living arrangement which will assist them in the transition toward adulthood. A specialized, community-based foster care program will address the need of the younger teen and her child. This program will be managed and administered as part of the DSS statewide foster care program, but will include additional components especially geared to the unique needs of this population.
- Supervised Independent Living - to provide supervised apartment living for adolescent parents. Through this program, young parents receive on-going support and supervision from a resident supervisor as well as counseling, advocacy, and daily living skills instruction from program caseworkers. This model is intended to serve young parents for whom return home, foster care, and adoption are not possible.

The program models formed the basis for program guidelines which will be incorporated into Requests for Proposals (see below).

(c) Program Implementation

Three of the program models described above are being implemented through contracts with providers.

They are the school-based and community-based and community living with foster families. Work is continuing on the supervised independent living model with possible implementation in FY 1984.

Funds for the new services come from a special appropriation of \$500,000 in DSS's FY 1983

budget, plus \$100,000 from the Child Abuse and Neglect Grant. Requests for Proposal (RFP's)

have been written, incorporating the program guidelines described above. They will solicit proposals for the various program types, with an emphasis on school-based models, which will receive 50% of the appropriation. RFP's will be issued statewide on October 1 by the Central Office.

Proposals will be reviewed by DSS staff and advisory committee (see below). Program start-up is planned for January 1983.

DSS participation will facilitate the provision of family day care as a support service to adolescent parents.

In addition, DSS will have a representative on a policy task force which will make recommendations for improving state level policies to facilitate teenage parents' completion of school.

(d) Advisory Committee

DSS has established an Advisory Committee on the Young Parents' Initiative. The committee consists of leading medical, academic, and social service professionals. Its functions are to review program guidelines and the RFP, review proposals, review education studies, and monitor the progress of programs. It will also assist in advocating for continued support for this initiative.

(e) Conference

A conference on the needs of and services to young parents will be sponsored jointly by DSS, the Massachusetts Coalition for Pregnant and Parenting Teens, and the University of Massachusetts Medical School. It will be held in Worcester on October 28, 1982. The conference will foster discussion and support for young parents in diverse aspects such as education, health, jobs, and support services.

(f) Teen Parent Family Support Project

The Department will participate in the Teen Parent Family Support Project. This project is sponsored by the Boston Area Alliance for Young Families, and will focus on early intervention services to address the social and economic consequences of teen parenting.

IV. CHILD WELFARE SERVICES IN FY 1983

The Department of Social Services provides a range of social services to support families and children. Services are available statewide through 40 Area offices and six Regional offices. They are either provided directly by DSS staff or are purchased from private providers or vendors. The Glossary of DSS Services on the following pages describes the social services provided by DSS.

DSS services are funded by a combination of state, federal, and private funds. Federal sources of funds are the Title XX Social Services Block Grant, Title IV-B funds (Child Welfare Services), and reimbursement for foster care maintenance payments under AFDC-FC (Title IV-A). Private funds constitute donations in the Department's Public/Private Partnership Program (formerly the Donated Funds Program). From January 1, 1983, the donations will go directly from donor to private provider. The third and largest source of funds for the Department is state funds. The Annual Summary of Child Welfare Services shows the funding sources and use of funds for the Department of Social Services for state fiscal year 1983.

In FY 1983 the Department will receive \$3.2 million from Title IV-B Program for the purpose of strengthening and improving child welfare services. The \$3.2 million comprises only the basic allotment under Title IV-B and does not include any of the supplemental funds under Sec. 427 of the Social

Security Act. The Department uses the funds for a variety of purposes, such as staffing, information systems development, training, purchase of equipment, and support costs. The Title IV-B Budget appears at the end of this section.

GLOSSARY OF DSS SERVICES

DIRECT SERVICES

Professional social workers in Regional and Area Offices work directly with consumers who turn to DSS for help, often in times of crisis. Social workers provide information and access to services, and work with consumers to develop and monitor service plans directed toward the agency's goals: to maintain families intact and consumers in their own homes; to ensure that children receive the best possible out-of-home care if they are not able to live at home; and to plan a child's return home or move into an adoptive home or alternative permanent home as soon possible.

PURCHASED SERVICES

ADOPTION services secure permanent adoptive homes for children through recruitment, placement and follow-up activities.

BABTSITTING services are provided both in and outside of children's homes and are available to meet family emergencies that require short-term child care.

CAMPING, both day and residential, promotes physical, cultural and social development through experiences in group living.

COMPREHENSIVE EMERGENCY SERVICES comprise a coordinated 24-hour system for immediate response to situations in which individuals, families or children are at risk of emotional or physical injury.

COUNSELING provides support, advice and/or treatment by trained social workers on an individual, family or group basis. Counseling is provided both generally and to specific populations, i.e., families where abuse or neglect has occurred, adolescents and adolescent parents, and families needing assistance with housing.

DAY CARE provides direct care, protection and supervision for children during part of the day. Both center-based and family-based day care is available.

EMERGENCY SHELTER provides residential care and the necessities of life on a short-term basis for individuals or families in crises.

FAMILY PLANNING is the provision of medical care, counseling, education and outreach to help individuals and couples plan pregnancies and births.

HOMEMAKERS help with and provide support and training for household tasks and daily activities. Homemakers are trained and supervised and work as members of human service teams.

The HOTLINE provides 24-hour access to DSS emergency services in response to reports of abuse and neglect; hotline workers also provide crisis counseling, and information and referral to the full range of protective, preventive and supportive services.

HOUSEKEEPING/CHORE workers perform home maintenance and housekeeping tasks, including meal preparation, cleaning, shopping and simple repairs.

INFORMATION and REFERRAL is a systematic approach to linking people in need of services to appropriate resources.

LEGAL SERVICE workers help individuals resolve legal problems and protect their rights.

RESPIRE CARE is a preventive and supportive service for the special stresses and responsibilities of families who care for children with special needs. By providing families with temporary relief, respite care can contribute to the strength and independence of families and can help them continue to care for children at home.

SERVICES TO WOMEN IN TRANSITION offer protection and support for women, with or without children, who have been harrassed or assaulted by someone in their household. Transition services help women leave or change abusive environments.

SUBSIDIZED ADOPTION services include financial and/or medical assistance to eligible adoptive parents of children with special needs.

SUBSTITUTE CARE is the provision of 24-hour-a-day care when the parent or principal caretaker is unable, unwilling or unavailable to provide care on a daily basis. Both family foster care and community residential care are available. Community residential care provides a group living experience for children whose emotional, physical or behavioral problems are temporarily beyond the ability of a foster family to manage. The goal of residential placement is to return the child as soon as possible to family life or, secondarily, to a less restrictive, less specialized setting. Family Foster Care is temporary substitute care in an approved or licensed family home on a 24-hour-a-day basis. The purpose of family foster care is to provide the experience and benefits of normal family living for children who cannot remain with their own families.

ANNUAL SUMMARY OF CHILD WELFARE SERVICES
DEPARTMENT OF SOCIAL SERVICES, FY 1983¹

SERVICES/ ACTIVITIES	ESTIMATED EXPENDITURES BY PROGRAM						ESTIMATED NUMBER OF CLIENTS TO BE SERVED
	FEDERAL FUNDS			DONATED	STATE	SUBTOTAL 2	TOTAL 3
	IV-B	SSBG	IV-A				
<u>Preventive/Support/ Reunification Services 4</u>	67,861	32,057,111		1,507,000	40,000,958	73,565,069	\$73,632,930
							Per Month ⁵ Families 19,330 Adults 1,060 Children 22,970 at home
<u>Substitute Care Maintenance Payments</u>							
-Foster Family Care			453,392		21,774,695	22,228,087	Foster Care 7,080
-Group Care			619,268		29,719,924	30,339,192	Contracted
-Special Placements			33,175		1,178,100	1,211,275	Foster Care 680
							Group Care 1,440
							Special Placements 30
<u>Substitute Care Services</u>							
-Contracted Foster Family Care	200,000	2,281,788			3,150,785	5,432,573	5,632,573
<u>Adoption</u>							
-Contracted Adoption Services		555,030		15,750	980,594	1,551,374	Adoption 1,220
-Subsidies					4,064,030	4,064,030	Adoption Subsidies 1,310
<u>Training and Staff Development</u>							
	370,000				200,000	200,000	570,000
<u>Administration and Management</u>							
	2,358,021	12,716,343			17,189,223	29,905,566	32,263,587
<u>Day Care Related to Employment or Training for Employment</u>							
	203,584	12,691,675		227,250	17,083,909	30,002,834	30,206,418
							No. of Slots 12,350 ⁶
Totals	3,199,466	60,301,947	1,104,835	1,750,000	135,342,218	198,500,000	\$201,699,466

Footnotes

- 1 The summary is based on the DSS Internal Spending Plan for state FY 1983 which includes revenues from one quarter of FFY 1982 and three quarters of FFY 1983.
- 2 The subtotal column does not include the Title IV-B grant.
- 3 The total column includes the Title IV-B grant.
- 4 Comprises: Babysitting, Camping, Case Management, Comprehensive Emergency Services, Counseling, Day Care (Protective and Supportive), Emergency Shelter, Family Planning, Homemaker, Hotline, Housekeeping/Chore, Information and Referral, Legal, Services to Woman in Transition, and Direct Services.
- 5 Estimated client figures for Families, Adults, and Children at Home include consumers served directly by DSS or referred by DSS to vendors or providers; they do not include consumers served by open-referral contracts.
- 6 In FY 1983 DSS will purchase an estimated total of 16,470 slots, composed of 14,060 regular slots and 2,410 voucher slots. Approximately 75% are provided to enable the parent to work or engage in training, and the remaining 25% are provided for supportive or protective reasons.

FFY'83 TITLE IV-B BUDGET

ACTIVITY	ESTIMATED AMOUNT FROM IV-B FUNDS	IVB GOALS SERVED/SUPPORTED			
		I Timely In- vestigation of Abuse/Neglect Reports	II Written Service Plans + Periodic Case Reviews	III I.D. and Ref- erral of Children Suited for Adoption	IV Services Tar- geted for Adoles- cents and Adolescent Parents
Development and implementation of new supportive and preventive services, or the expansion of existing models, to enhance the Department's capacity to meet service planning goals. These efforts will help assure that in each case efforts will be made to make it possible for the child to remain at home or return home after placement, as required under Title IVE effective October 1, 1983. Possible services to be funded include family mediation, intensive family support programs and parent aides.	\$500,000		X		X
Specialized foster care services to facilitate progress toward independent living, adoption or return to biological family.	213,949		X	X	X
Development of standard interstate compact forms to facilitate the planning of placement of children in foster or group homes in other states.	10,300		X		X
Support to Citizen Advisory Boards	30,000	X	X	X	X
Hiring of temporary fair hearings officers in Regions to supplement current staff assigned to fair hearings and free them for other duties.	10,000	X		X	
9 FTE's in the Commissioner's Office and Deputy Commissioner's Office, engaged in policy, planning, inter-governmental relations, and communications.	186,785	X	X	X	X
5 FTE's in the Office for Program engaged in program development, policy and planning.	84,291	X	X	X	X
4 FTE's providing administrative services to the Department.	57,015	X	X	X	X

FFY'83 TITLE IV-B BUDGET

ACTIVITY	ESTIMATED AMOUNT FROM IV-B FUNDS	IVB GOALS SERVED/SUPPORTED			
		I Timely In- vestigation of Abuse/Neglect Reports	II Written Service Plans + Periodic Case Reviews	III I.D. and Ref- erral of Children Suited for Adoption	IV Services Tar- geted for Adoles- cents and Adolescent Parents
3 FTE's in the Legal Office engaged in work on adop- tions, and other legal matters.	\$ 53,357	X		X	
Voucher Day Care: 23 FTE's providing administration and information and referral for this program. The Voucher Day Care project offers day care for work, training or protective/supportive reasons.	271,445		X		X
10 FTE's in the Office of Human Resources involved in training, administration and planning.	91,065	X	X	X	X
Reimbursement for professional development courses and workshops for social workers, managers, and clerical staff.	200,000	X	X	X	X
Consultant services, travel and supplies to perform in-service training. Topics to be covered include: foster parent training, permanency planning, social work/legal institutes, out-of-state conferences on social work and management.	120,000	X	X	X	X
Professional consultant services to support to De- partment's goals embodied in the IVB plan. These funds will be drawn on when outside resources and expertise are needed to supplement in-house staff resources.	200,000	X	X	X	X
Contract with Lumen Vitae to develop Area Office liaison with community education and medical facili- ties to enhance the quality of child abuse and neg- lect investigations.	19,250	X			
Consultant support for AFDC-Foster Care Project.	112,000	X	X	X	

FFY'83 TITLE IV-B BUDGET

ACTIVITY	ESTIMATED AMOUNT FROM IV-B FUNDS	IVB GOALS SERVED/SUPPORTED			
		I Timely In- vestigation of Abuse/Neglect Reports	II Written Service Plans + Periodic Case Reviews	III I.D. and Ref- erral of Children Suited for Adoption	IV Services Tar- geted for Adoles- cents and Adolescent Parents
Hiring of audit firm to help in establishing an internal audit unit.	\$ 30,000	X	X	X	X
Design and programming of Purchase of Service (POS) module for ASSIST System. The POS module will provide a payment vehicle for consumer services purchased from contracted providers and individual vendors. The module will improve timeliness and accuracy of payments, increase accountability, and improve management of purchases services. Note: the initial modules of the ASSIST System--consumer registration and tracking--were developed with the use of IVB funds.	50,000		X	X	X
Purchase of office materials for files to standardize case records in all Area Offices, facilitating the documentation of service plans and case reviews.	224,899		X		
Purchase of office furniture and equipment for all offices to improve working conditions and efficiency of staff.	349,075	X	X	X	X
Development of a courier system by purchase of six vans and two cars, or by leasing vehicles or purchasing private services. These vehicles will facilitate the delivery of output reports from ASSIST and other data systems, the delivery of screening reports from Regional to Area Offices in those regions where screening of abuse and neglect reports is done at the Regional Office, transporting of children and social workers, and routine agency functions.	150,000	X	X	X	X
Fringe Benefits and Indirect Costs	<u>236,035</u>				
Total	\$3,199,466				

Appendix A

Child Welfare Services Plan Requirements

Review of FY '82 Efforts

Assurance

In accordance with 45 CFR, Section 1357.15, the Department of Social Services does have a child welfare services plan which addresses the requirements of Section 422 (a) and (b) of P.L. 96-272 and

- o contains a description of child welfare services provided to children and their families in the state through DSS area and regional offices; and
- o describes DSS initiatives and efforts to strengthen supportive, preventive services and reunification services to children and families at home.

These assurances nullify, supercede and replace earlier assurances, under 45 CFR, Sections 1392 and 205.70, first published in the Federal Register of August 28, 1980 and January 6, 1981, and contained in the Department's plan for FY '81 and '82. In all other respects, the Department is pursuing the goals and policies underlying the regulations contained in those guidelines.

1. Continued Development of the State Advisory Council

The Guidelines require that the state establish a state-wide advisory committee on child welfare services.

Although D.S.S.'s Area Boards were established as the agency began operations in July 1980, the Statewide Advisory Council was formed at a later date. The agency continued the development of this body in FY 1982.

In its role of providing citizen participation in the D.S.S. decision-making process, the Statewide Advisory Council reviews and advises on Department plans of state-wide interest as they are developed by the Commissioner's staff. The Council consists of 40 members and 40 alternates (representing each of the 40 Area Boards), and includes two standing committees--the Steering Committee and the Legislative Committee. During FY 1982, the Council completed and approved its By-Laws (4/14/82).

Beginning in FY 1982, the Council will meet a minimum of four times a year--a January, April, June and September--as specified in the By-Laws.

2. Integration of the Parent Aide Program Model with Area Office Service Delivery

In FY 1982, D.S.S. undertook the further development of the Parent Aide program, which has been the primary focus of volunteer activities in the agency. Parent Aide volunteers or paraprofessionals serve as support and role models to abusive and/or neglectful parents in order to enable them to continue to care for their children at home. Throughout the year, the Department provides ongoing support and technical assistance for the recruitment and training of parent aides. During FY 1982, approximately 125 Parent Aides in 17 geographic areas received training. The Department of Social Services is the designated agency for the administration of the State Grant for Child Abuse and Neglect Prevention and Treatment. The Department will use a portion of this grant to develop a model area level parent aide program. In preparing for the start-up of the grant, DSS surveyed the active parent aide programs and reviewed several different parent aide program models. In conjunction with the New England Resource Center for Protective Services, the Department has developed a draft model program which can be adapted to any Area's needs.

3. Continued Training of Department of Social Services Staff

During FY '82 the Department implemented its Professional Development Program, which provides tuition reimbursement for educational programs and workshop and conference opportunities, and allows a flexible time schedule for those who wish to participate in the program. During the year, approximately 600 Department staff participated in the Professional Development Program. Of these, approximately 176 were enrolled in master's programs, of which 52 were masters in social work programs, 28 were management programs, and 96 were other masters concentrations; one in a doctoral program; 32 in undergraduate programs, 76 took courses in non-matriculated programs, and 317 participated in workshops and conferences. Four employees received degrees from full-time programs; 49 received degrees from part-time programs. In addition, approximately 87 took part in the Central Training Programs through Community Colleges.

In addition to many training opportunities outside of DSS, the Agency provides a wide range of area-based in-service training for social workers at all levels. Workshops are provided on such topics as abuse and neglect, assessment, court reports, crisis intervention, supervision, case management, special needs, problems of incarcerated mothers, and multi-cultural skills training.

4. Testing of Performance Appraisal System

The primary purpose of the DSS Performance Appraisal system is to achieve a more effective social service delivery program for consumers through improved individual job performance.

The philosophy is that performance appraisal should be a cooperative process in which the individual appraised and the person responsible for making the appraisal feel a joint responsibility to focus upon performance areas of strength and upon those areas needing improvement, to work together to achieve the best results, and to assess the results.

In November 1981, the Department implemented a Performance Appraisal Pilot Study which will be completed in November, 1982. The group involved in the Pilot Study includes about 250 of the Department's employees at all job levels within the organization. The pilot sites include the Office for Human Resources in the Central Office, and in Region III, the Regional Office and the Tri-City, Cape Ann, and Lawrence Area Offices.

In September 1982, the Performance Appraisal Pilot Task Force was established to monitor the effectiveness of the Pilot Study. Since that time, it has met monthly to discuss issues regarding the implementation of the Pilot Study which have arisen as a result of data collection from the three phases of the pilot cycle: objective-setting, progress review, and evaluation summary. At this time, all pilot sites report having completed the first two phases of the pilot cycle.

After the first two phases, a Summary of Data and a Synopsis of that data were written and distributed to the Pilot Task Force. A preliminary analysis of the data indicates that we are developing a system which will be effective and responsible to the needs of DSS employees.

It is anticipated that the Pilot Study will be completed and a final report with recommendations for modification will be submitted by the Task Force to the Commissioner in late October, 1982. Statewide implementation is expected in 1983.

While the Pilot Study has been in progress, all non-pilot DSS employees have been participating in an interim performance appraisal system which began in February 1982.

Employees were evaluated in July 1982, and will be evaluated again in December 1982.

5. Issuance of the Fair Hearing Officer's Manual

The D.S.S. Fair Hearing Manual for Regional Hearing Coordinators and Hearing Officers explains procedures for the implementation of regulations governing fair hearings. The manual was initially issued during the summer of 1981. During FY 1982 revisions were made and the manual was reissued in the third quarter of the fiscal year.

In addition, a Social Workers' Manual was developed during FY'82.

Regional Fair Hearing Officers met quarterly throughout the year with the Fair Hearing Coordinator from the Central Office. These meetings served as a vehicle for information sharing and problem solving around fair hearing issues. During FY 1982, revisions in the fair hearing Regulations were written. The revised Regulations have been submitted for public comment.

7. Issuance of the Case Practice Standards Manual

To strengthen its delivery of child welfare services, the Department has been engaged in several activities in FY 1982. The status of these is described below, and in the following three sections.

During FY 1982, the Department developed and refined the draft Standards of Practice, which define the goals, activities, and requirements of service delivery. The Standards cover entry, assessment, and service planning (Part I), and service provision, case review, and case closure (Part II). At a later date, Standards will be prepared to cover Substitute Care and other Permanency Planning issues.

During the year, Regional Review Panels completed their review of the proposed draft of Part I. Training of regional and area staff for Part I of the Standards and forms took place during August, 1982, for implementation in September. Additional training will take place during September. Training and implementation for Part II is targetted for 1982. The Department also plans to provide follow-up and additional training around the Standards throughout the year.

By October, 1982, Part I of the Standards and related forms will be in place for a two month test period. This time will be used as a statewide testing process during which problems in implementing the Standards and forms will be resolved.

8. Statewide implementation of policy that case review must include a person not responsible for case management or service delivery in that case

The draft Standards of Practice for case review include a requirement that a person not involved in the case participate in the case review conference. Prior to implementation of the Standards, the Commissioner issued a policy directive on 6/30/82 to all of the Regions specifically requiring this practice in the interim period until the final Standards are promulgated.

9. Obtaining court approval status for administrative
bodies to conduct dispositional hearing

During FY 1982, legislation was pending in the Massachusetts legislature which would establish a system of administrative panels appointed by the Probate Court to review cases of children in care over 18 months. This legislation has been passed by the Senate and is currently pending in the House Ways and Means Committee. Efforts will be made to effect passage of the legislation acceptable to a variety of constituent groups and advocacy interests.

10. Introducing a uniform contract monitoring system

Contract monitoring is an important element in assuring quality of services and service delivery, to enforce accountability of the purchase of service system, and to assist in programmatic and fiscal decision making within the Department.

In FY'82, the Department with assistance from Arthur Young, Inc. developed a contract monitoring system. This instrument was designed to standardize monitoring statewide and still be flexible enough to adapt to the specific contracting patterns of each region. It will also provide the Department with comparative and aggregate data and information from all regions.

Implementation is now beginning in the field.

11. Implementation of the Consumer Registration and Tracking System

During FY 1982, the Department implemented the Consumer Registration System and part of the related tracking system. Implementation of the system, designed in FY 1981, was accomplished by the design of software programs, installation of on-line computer terminals in each Area and Regional Office, and loading of initial data on all consumers.

The Consumer Registration System is a comprehensive file containing data for all D.S.S. consumers. The data collected include consumer identity, demographic information, biographical information, consumer and family relationships, and a unique consumer number assignment. Other data are recorded to define the consumer's current status; for example,

- case opening
- caseworker assignment (secondary worker assignment, inter-office transfer)
- *● abuse/neglect reports
- legal status
- handicapped status
- *● substitute care placement
- initial contact (method, source, disposition)
- assessment (date, type, goal, disposition)
- service plan (date of most recent plan, goal of most recent plan)
- closing (date, goal achievement, reason for closing)

* These will be added to file data during FY 1983.

The Consumer Registration part of the system went on-line on March 5, 1982, and was fully operational on April 15.

Social workers now have direct access to consumer-specific data through the on-line data inquiry capacity of the system. Output reports, which will present aggregated data based on consumer files, will become available in FY 1983. The first of these reports will be a monthly case count to replace the manual one that is currently prepared.

The Consumer Tracking System will record a comprehensive set of "client events" for all D.S.S. consumers. These events will encompass changes in the consumer's circumstances and possible D.S.S. activities.

By October 1, 1982, the system will have the capacity to track all events relating to entry, assessment, and service planning, and, by early 1983, to record all events related to service provision at DSS. Events will be added to the system upon the consumer's entry into the DSS service system or, for existing cases, at the time of case review.

New forms for recording data on D.S.S. consumers have been drafted in conjunction with the development of the Standards of Practice. Training on the use of forms for entry, assessment, and service planning took place in August and September, 1982. The first two months of use will serve as a test period, during which any unforeseen problems can be resolved.

12. Implementation of the Central Registry for Child Abuse and Neglect Information

The Central Registry at the Department is currently a manual system which receives and records information on child abuse and neglect reports and investigations. The Central Registry will be computerized as part of the D.S.S. automated system, ASSIST.

Over the past year, the Department has designed and refined report and screening event forms and investigation event forms for use in entering data onto the ASSIST system. The forms were reviewed and revised by Regional staff and were part of the training on the Standards occurred in August and September, 1982. The forms will be in use beginning in October, 1982.

APPENDIX B

REVIEW OF FY 1982 GOALS AND OBJECTIVES
FOR THE DEPARTMENT OF SOCIAL SERVICES

Goal I: SERVICE TO INTACT FAMILIES

FY 1982 Objectives

1. To assure the availability, directly or through referral, of supportive services to families.

Status

- The Department conducted a profile of consumers of Homemaker Services to determine their income and service need characteristics.
- Respite Care Services were developed to serve developmentally disabled children and adults for up to 30 days annually. Training in all six regions was conducted for Area Directors, regional staff, area intake workers, and program development specialists. The program is now being implemented in all six regions and served 722 consumers in FY 1982. Thirty seven qualified providers have been registered by the regions.
- Area-based Parent Aide training models were studied and a proposed model was drafted. Parent Aide programs were expanded from approximately 7 in FY 1981 to 17 in FY 1982. A total of approximately 125 Parent Aides received training during the year.
- The DSS Hotline operates 24 hours, 7 days-a-week to receive reports of child abuse and neglect. The Purchase of Service Standards were revised during FY 1982 to allow for expansion of the capacity of the Hotline in FY 1983 to handle calls concerning adolescent runaways.
- An experimental Voucher Day Care Demonstration Project was designed, implemented, and expanded statewide. Through two voucher management models, the Demonstration Project was serving 575 children at the end of FY 1982. This represents not only an expansion of available day care, but also the provision of an alternate, consumer-oriented

Goal I: Cont.

FY 1982 Objectives

form of access to daycare services. Voucher Day Care provides child care services to current and former recipients of Aid to Families with Dependent Children, and to families who need day care for special needs for protective reasons.

2. To improve service delivery to intact families.

Status

- Draft Standards and forms have been prepared for implementation in October 1982.
- Training program for the Standards was planned and implemented in the field, with follow-up activities planned. These activities provide detailed policies and procedures for service delivery.

(See also Review - Appendix A.)

Goal II: REUNIFICATION OF FAMILIES

FY 1982 Objectives

1. To reunify those families where the child can appropriately be returned home, and create the conditions that make reunification possible.

Status

- DSS Regulations (110 CMR 5.08) and Standards of Practice include provisions for service planning which address visitation and reunification goals for children in substitute care.
- The Trainer's Guide to Permanency Planning emphasizes the importance of time-limits and visitation as parts of the service plan.
- Recruitment efforts for family resources were Area-specific and focussed particularly on resources for adolescents, infants, and children with special needs, in order to find placements in close proximity to their biological homes whenever possible.
- Multi-media recruitment materials were developed within the Regions and Areas, describing foster parenting to prospective foster parents.
- Training programs on working with biological parents were provided through Area Offices.
- Foster parent support groups operate through Area Offices.
- Most foster homes were assessed and many re-evaluated at least once during FY 1982.
- Support groups for biological families were formed.
- In appropriate cases, the biological family is involved in multi-disciplinary teams which provide support services.

Goal III: PERMANENT HOMES FOR ALL CHILDREN: ADOPTION,
GUARDIANSHIP, AND INDEPENDENT LIVING

FY 1982 Objectives

1. To increase the number of adoptions.

Status

- Approximately 578 adoptions were finalized for children in DSS care during FY 1982.
- Subsidized adoptions increased by 24%, from 1061 in FY 1981 to 1312 in FY 1982.
- The Adoption Recruitment Campaign included media efforts to recruit adoptive families via:
 - newspaper, through continuation of the "Sunday's Child" series, and
 - television, through the design and implementation of the "Wednesday's Child" series.
- A study was begun to assess DSS' overall adoption system and to compare it to national trends and programs.
- Visits were conducted to regions to study systemic issues such as the implementation of the new adoption case count form; determination of Area and/or Regional based tracking systems to follow children's movement through the adoption process; updating of the coordination between legal and adoptive staff in regional offices as they pertain to the adoptive process.
- A research study was begun which tracks a sample of children as they move through the adoption process and which will determine existing barriers to expeditious movement through the adoption process from referral for termination of parental rights through the date of legalization.
- A survey study of adoption and foster care homefinders in three regions was begun in order to develop a representative profile.

Goal III: Cont.

FY 1982 Objectives

- Department staff assisted in a Simmons College study of older children in the adoption system.
- Department staff conducted a regional conference in order to provide a forum for problem solving of issues concerning children in care within the adoption and foster care systems.

2. To further define the concept and program models of guardianship for older, hard-to-place children.

Status

- Identification of children for whom a guardianship option is appropriate is occurring in Region II.
- Program implementation is targetted for FY 1983, and will include research into program models and legal issues surrounding the guardianship option.

3. To develop independent living programs.

Status

- A review of the literature describing independent living programs statewide was completed.
- Site visits to three existing independent living programs in Massachusetts were completed.
- Four new programs began operation during FY 1982.
- Four model programs were designed by Central Office for use as prototypes for future programs.
- A Task Force was proposed for formation in FY 1983.

Goal IV: MANAGEMENT SUPPORT SYSTEMS

FY 1982 Objectives

1. To conduct an area-based needs assessment.

Status

- Needs Assessment tool and process was developed and field tested.
- Revisions in process; statewide training and implementation are scheduled for September-December, 1982.

(See also Review - Appendix A.)

2. To implement a responsive user-driven Management Information System.

Status

- Technical design was completed for the Consumer Registration and Tracking module of ASSIST during FY 1982.
- Training was developed and implemented for Consumer Registration and the first phases of Consumer Tracking.
- The Consumer Registration module was loaded and in use by April, 1982.
- Training was provided to all D.S.S. Central, Regional, and Area staff on ASSIST and forms.
- The conceptual design was completed for the Purchase Module of ASSIST.

(See also Review - Appendix A.)

3. To establish a Central Registry on child abuse and neglect reporting.

Status

- Representatives from all Regions were trained on forms and procedures during the summer of 1981.

Goal IV: Cont.

FY 1982 Objectives

- A manual system was implemented in all Regions in September 1981.
- Standards and forms have been developed for an automated system. Training was conducted during August and September, 1982. New forms will enable loading of appropriate information onto the computerized system following the two-month trial period.

4. To develop and implement a statewide system of contract monitoring.

Status

- A monitoring package, including forms and procedural guidelines for implementation, was developed by Central Office in conjunction with Regional Directors.
- Materials were developed by D.S.S. with assistance from Arthur Young, Inc.
- Review of materials occurred during August, 1982.
- Implementation and training will begin September 5, 1982.

(See also Review - Appendix A.)

5. To establish a unit cost of group day care services and introduce a uniform reporting system.

Status

- New budget and reporting forms were developed for inclusion in the recontracting process during FY 1982.
- Collection of cost data by technology transfer staff was ongoing throughout FY 1982. Final report scheduled for November 1982.

Goal IV: Cont.

FY 1982 Objectives

- Day Care providers and DSS Area and Regional staff received training on use of the new reporting forms.

6. To issue the Fair Hearing Officers' Manual

Status

- A draft manual was reviewed and revised.
- The revised manual was issued in the third quarter of FY 1982.
- Training was provided in March, 1982.

(See also Review - Appendix A.)

7. To test performance appraisal of DSS employees

Status

- Performance Appraisal Pilot Task Force was convened and met monthly beginning in 9/81.
- Training was provided to Task Force and pilot participants.
- Pilot participants completed first phase of the cycle-objective setting.
- Data were collected and analyzed from first phase resulting in Summary of Data and Synopsis of that data which were presented to the Task Force.
- Pilot participants completed second phase of the cycle-progress review.
- Data were collected and analyzed from second phase resulting in Synopsis of that data which was presented to the Task Force.

Goal IV: Cont.

FY 1982 Objectives

8. To continue the development of the Statewide Advisory Council.

Status

- The SAC By-laws were reviewed, adopted, and approved.
- The President and Secretary were installed.
- Two Standing Committees were established in the By-Laws: the Steering Committee (7 members) and Legislative Committee (6 members). Ad Hoc committees are formed as needed.
- Training is ongoing. FY 1982 topics included Budget issues, proposal review and Area Plans.
- Training occurred statewide through Regional Forums, SAC meetings and, at the Area level, through training by Regional, Executive, and Senior D.S.S. staff.
- The By-Laws establish a minimum of four meetings annually.

(See also Review - Appendix A.)

9. To train and provide professional development to all employees.

Status

- Approximately 600 staff participated in workshops, conferences and degree programs during FY 1982.
- 1259 Foster Parents and 412 DSS staff members were trained in a total of 120 training sessions.
- Statewide training of employees in the principles and practices of Permanency Planning continued during FY 1982. Follow-up training is scheduled for FY 1983 in the areas, following a permanency planning needs assessment.

Goal IV: Cont.

FY 1982 Objectives

- Systems training was provided for 300 managers and supervisors, 180 data entry operators, backups, and business managers, 100 members of Central Office staff, and all Area Office staff.
- Technical assistance is provided for recruitment orientation of new Area Board members.
- Training components for each Regional Forum are designed and implemented by Department staff.
- Linkage has been established with Smith College, Boston College, and Boston University for provision of part-time MSW programs for DSS staff.
- Policy directives were issued to the field in FY 1982 clarifying Regulations and Standards regarding foster care and adoption subsidy procedures.
- Training on Standards of Case Practice were developed and scheduled during August, 1982.

(See also Review - Appendix A.)

10. Expansion of sliding fee scale to other services.

Status

- Final evaluation of the Day Care Sliding Fee Scale Demonstration was submitted to D.S.S. by Centre Research Inc., December 1981.
- Substitute care services were identified for development of sliding fee scale.
- Substitute Care and Homemaker Services Consumer Profiles completed and analyzed.
- The draft sliding fee scale and sliding fee scale Manual (Substitute Care) were written, reviewed, and finalized.

Goal IV: Cont.

FY 1982 Objectives

- Training and implementation are scheduled for Fall, 1982.
- Evaluation will occur during FY 1983.

11. To increase communication between social workers and lawyers and help them in developing a collaborative approach to court preparation.

Status

- Central Office staff conducted two-hour meetings with the D.S.S. staff in 20 Area Offices to assess training needs.
- A one-day conference was held for lawyers regarding legal/social work issues.
- A 14 member statewide committee was formed to develop intensive three day Institutes which will train 160 social workers and lawyers in each of two 3-day Institutes.

12. To improve the Department's use of community residential services.

Status

- A Community Residential Care Agreement was finalized for implementation in FY 1983. This will be signed by both DSS and the provider and contains Standards and expectations for service provision in group care. Group care providers participated in their development.
- The DSS Standards of Practice and Regulations contain provisions for case review for all children in community residential care.
- Monitoring procedures are under development.
- Approximately 40 Regional and Area staff were trained during July, 1982 to provide training on programmatic aspects of the Standards.

Goal IV: Cont.

FY 1982 Objectives

- New agency-wide procedures for responding to reports of abuse and neglect in institutional settings were developed and implemented.

Ongoing Expenditure of FY 1982 Title IV-B Funds

Some of the Title IV-B funds that were allocated to DSS in FY 1982 will be expended during FY 1983, since states may spend their funds within a two-year period as long as they are obligated by the end of the fiscal year. The regions have identified appropriate programs or activities directed towards the aims of the Title IV-B Plan.

1) Program for Adolescents

- Two regions plan independent living projects for adolescents who cannot or should not be returned home or placed in substitute care.
- Three regions will initiate counseling programs. One program will serve adolescents who will not or have not successfully participated in traditional therapy or counseling. The second will provide counseling for young parents and prospective parents to prepare them for child bearing and child rearing. It will also provide support as they complete their education and/or gain employment. The third program will provide counseling and case management services with a goal of reducing truancy, dropouts, and CHINS petitions.
- One region plans to use family day care as a support service to adolescent families.

2) Improvement in Adoption Services

- Four regions will increase their legal and clerical staff in order to expedite the process through which appropriate children are freed for adoption and through which adoptions are finalized.
- One region will initiate a peer support group for adoptive children aged 7-12 years. The purpose of this project is to strengthen the identity and self image of these children and to develop a training curriculum to assist adoption placement staff to address these issues as they emerge within adoptive families.

3) Improvement in Substitute Care System

- One region has developed a project to assist children who are in community residential placements when they become involved in the "Chapter 766 process". Staff for this project will initiate CORE evaluations where appropriate, act as advocates for children where needed, and negotiate funding issues with local education authorities.
- A research team from Boston University will research quality of care issues in foster care for one region. Research will focus on the relationship between DSS activities (such as placement, permanency planning, etc) and their measurable outcome for children in the DSS foster care system.

4) Development of a Guardianship Model

- One region will research Guardianship as an option for permanency planning. Research will include review of state law and of programs and practices in other states. From the research, the region will develop recommendations for policy development, education, and staff training.

5) Improved and Expanded Support Services

- One region will use a Parent Aide program to provide preventive/supportive services in the areas of child development, home management, nutrition and health.
- One region will develop a volunteer services program which will expand the availability and the range of support services to families.
- One region will provide ongoing foster parent and adoption training efforts and foster parent conferences.

6) Emergency Services

- One region will develop a comprehensive emergency services model to receive reports of abuse and neglect.

The activities listed above comprise FY 1983 activities which are funded through FY 1982 Title IV-B funds. A list of child welfare services which DSS provides is included in the Description of Services.

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